



MOUNT PLEASANT  
ASSOCIATION  
COMMUNITY RIGHT TO  
BUILD ORDER

Heritage  
Statement

August 2016

CREATE Streets

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## 1. Executive Summary

- 1.1. This Heritage Statement is submitted to support and provide the background and rationale to the proposed development as part of the Mount Pleasant Association's Community Right to Build Order (CRtBO).
- 1.2. This Statement shows that the proposal is acceptable in planning terms and that the CRtBO should therefore be approved.

## 2. The Mount Pleasant Association Proposals

- 2.1 This submission under the CRtBO represents the culmination of the process outlined above, during which the Mount Pleasant Association (MPA) has evolved and matured, initiating the MPA Ltd (September 2014) and the successful application to become a Neighbourhood Forum and Area (February 2016). The concerted actions of passionate local residents has led to the legal constitution of a company limited by guarantee that is overseeing the CRtBO project, and a Neighbourhood Forum that is drafting a Neighbourhood Plan to ensure that local residents have a say in shaping the future of the site. The Mount Pleasant Association has been working on an 'alternative' community-led proposal for the Royal Mail site for over a year with the intention of submitting a Community Right to Build Order for a modest portion of the site at Phoenix Place (south), EC1A 1BB, under the GLA-funded Community Right to Build programme, which was awarded to the MPA in Sept 2014.
- 2.2. The Mount Pleasant Neighbourhood Area is under intense pressure from development. Located between the Kings Cross/St Pancras International redevelopment and Farringdon CrossRail, Mount Pleasant is uniquely placed as one of central London's largest redevelopment sites and a wide range of additional developments are taking place in the immediate environment. The community's proposal is aware of these developments and, unlike the RMG's proposal, takes account of them. As well as connecting existing sites, the community's plan has been designed to create new routes and streets that connect new sites on or adjacent to the site. These include the National Postal Museum, the possibility of a new secondary school at Wren Street, Panther House workshops, and the redevelopment of Charles Simmons House, as well as the proposed Elephant and

Castle – Kings Cross Cycle Superhighway which passes through the heart of the neighbourhood along Warner Street, Phoenix Place and Pakenham Street. The community’s proposal echoes but does not mirror the surrounding character areas, particularly the streets and squares of Bloomsbury and Islington and the commercial and former industrial buildings of Clerkenwell. Mixed-use and mixed-tenure, this scheme will be necessarily dense and large due to land values and London’s acute housing shortage. However, they will be of a more appropriate scale and mass than the existing proposals.

- 2.3 Following its designation as a Neighbourhood Area and Forum on 4th February 2016, the Neighbourhood Forum can propose Community Right to Build Orders. The proposed development that the Order relates to is redevelopment of the site to include the following:
  - 2.3.1 The provision of 125 residential units including one, two and three-bedroom flats in a series of five linked buildings ranging from four storeys to eight storeys (plus lower ground);
  - 2.3.2 Approximately 1,200sqm of commercial space;
  - 2.3.3 A newly created communal open space over 900sqm that will be enclosed by the proposed block on three sides;
  - 2.3.4 Communal roof terraces private to the residents and accessible by lift;
  - 2.3.5 The proposal includes for the widening of the western end of Mount Pleasant to create a new ‘pocket’ park adjacent to Christopher Hatton Primary School and with traffic calming measures along the section of road fronting the development site;
  - 2.3.6 Parking, related to relevant accommodation, for disabled drivers to be located on Gough Street and Phoenix Place for residents and Mount Pleasant for visitors;
  - 2.3.7 A minimum of 125 secure cycle parking spaces will be available at lower ground floor level for use by residents;
  - 2.3.8 The development will have a level of sustainable energy performance equivalent to Code for Sustainable Homes Level 4.

### 3. The Site

- 3.1 The CRTBO relates to the development by the Mount Pleasant Association of 125 1, 2 and 3 bedroom flats in a series of 5 linked buildings ranging from 8 storeys (+ lower ground) to 4 storeys, on the area marked on the map below, as part of the MPA's CRtBO submission.

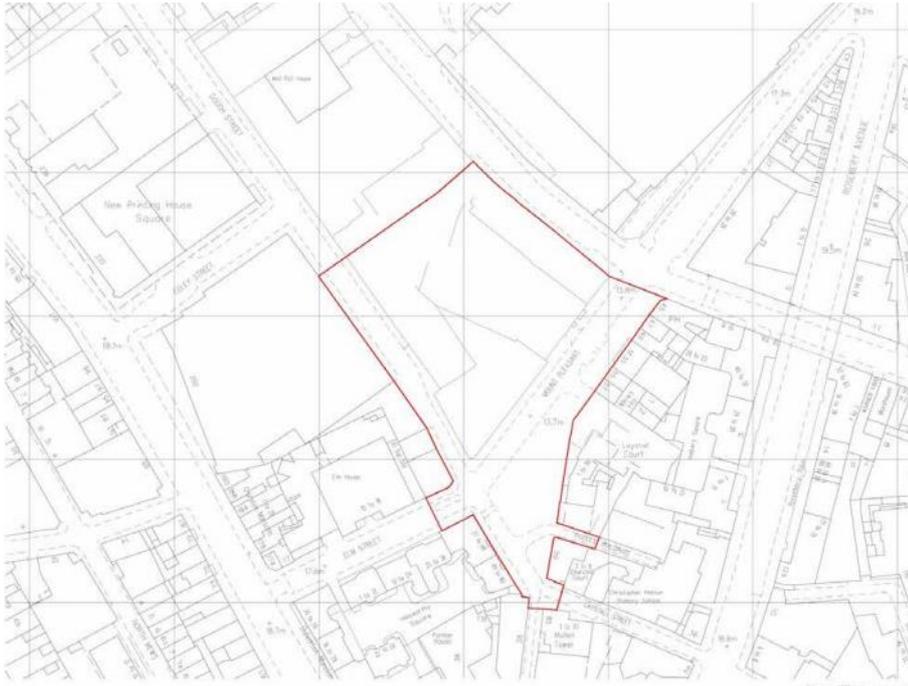


Fig. 1: CRTB Site Boundary

- 3.2 Mount Pleasant sits on rising ground, straddling the Boroughs of Islington and Camden, about half a mile northwest of the City of London. Initially open fields running down to the banks of the River Fleet, it became a dumping ground for rubbish generated by the expanding city in the late seventeenth century with a mound of refuse building up over the next 100 years. This is the origin of the name Mount Pleasant.<sup>1</sup>
- 3.3 Despite the rubbish, the discovery just to the north of the Cold Bath Spring in 1697 turned the whole area into a bathing place due to the perceived medicinal properties of the notoriously cold water. It was from this that the site assumed an

<sup>1</sup> 'West of Farringdon Road', in *Survey of London: Volume 47, Northern Clerkenwell and Pentonville*, ed. Philip Temple (London, 2008), pp. 22-51. *British History Online* <http://www.british-history.ac.uk/survey-london/vol47/pp22-51> [accessed 29 June 2016].

alternative name 'Coldbath Fields'. As the Survey of London outlines, 'The Cold Bath had been established well over twenty years when, in 1719–20, the development of the estate was begun, with the erection of houses in Dorrington Street, now part of Mount Pleasant ... This short row of houses, the last substantial remnant of the original Baynes—Warner estate development, was coincidentally the first part to be built, in 1719–20 (Ills 19, 21). It was built under the name Dorrington Street, and renumbered as part of Mount Pleasant in 1875, along with Cobham Row and Baynes Row. Several of the houses were complete by June 1720, and all but one were inhabited by mid-1723. At the east end, on the corner of Warner Street, the Apple Tree public house was built in 1725–6; another house, latterly No. 59 Mount Pleasant, was added at the west end c. 1796 This house was demolished in the late 1950s, along with Nos 61–75 Mount Pleasant (across the parish boundary, in Holborn), to make way for a block of flats, Laystall Court. <sup>2</sup>

- 3.4 In 1794 the rubbish mound was partly flattened to make space for Clerkenwell Gaol. Coldbath Fields Prison, as it became known, housed up to 1,500 prisoners who were subjected to silence, beatings, and hard labour that ultimately led to a Government inquiry. As the prison closed in 1877, the area was being markedly shaped by new development, such as the digging of the Metropolitan Line. Since the late nineteenth century the site has served as a major Royal Mail sorting office with a large open air car park for Royal Mail staff and vehicles alongside. <sup>3</sup>
- 3.5 Following this, as outlined in the Survey of London, the 'Prison, workhouse, hospital and distillery had all gone by the end of the nineteenth century, along with the Cold Bath itself, but the locality did not recover anything like its old character. The creation of Farringdon Road in the 1860s and 70s, and Rosebery Avenue in the 80s and 90s, involved a great deal of reconstruction, most of it on a far bigger scale than hitherto, with blocks of industrial dwellings much in evidence. By the time Rosebery Avenue was built, the houses once inhabited by prosperous bourgeois had long been taken over as workshops and warehouses, or had sunk to low-class lodgings. By the turn of the

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<sup>2</sup> 'West of Farringdon Road', in *Survey of London: Volume 47, Northern Clerkenwell and Pentonville*, ed. Philip Temple (London, 2008), pp. 22-51. *British History Online*<http://www.british-history.ac.uk/survey-london/vol47/pp22-51> [accessed 29 June 2016].

<sup>3</sup> 'West of Farringdon Road', in *Survey of London: Volume 47, Northern Clerkenwell and Pentonville*, ed. Philip Temple (London, 2008), pp. 22-51. *British History Online*<http://www.british-history.ac.uk/survey-london/vol47/pp22-51> [accessed 29 June 2016].

twentieth century, too, the area was becoming almost wholly absorbed into the immigrant quarter spreading north from Holborn and Saffron Hill known as 'Little Italy'.<sup>4</sup>

3.6 The prison walls are now gone. The Spring and the River Fleet are below ground. However, the future of the site is in danger of replicating its chequered past and compounding centuries of neglect. We consider on the evidence that the proposed development would complement and substantially benefit the listed buildings on Mount Pleasant and the many neighbouring Conservation Areas.

3.7 **Development of urban grain:** the following maps show how the urban grain has developed over time



Fig 2 Area now known as Mount Pleasant and broader area 1563<sup>5</sup>

<sup>4</sup> 'West of Farringdon Road', in *Survey of London: Volume 47, Northern Clerkenwell and Pentonville*, ed. Philip Temple (London, 2008), pp. 22-51. *British History Online* <http://www.british-history.ac.uk/survey-london/vol47/pp22-51> [accessed 29 June 2016].

<sup>5</sup> <http://www.bl.uk/onlinegallery/onlineex/cracle/zoomify87860.html>



Fig 3. Mount Pleasant in 1893<sup>6</sup>

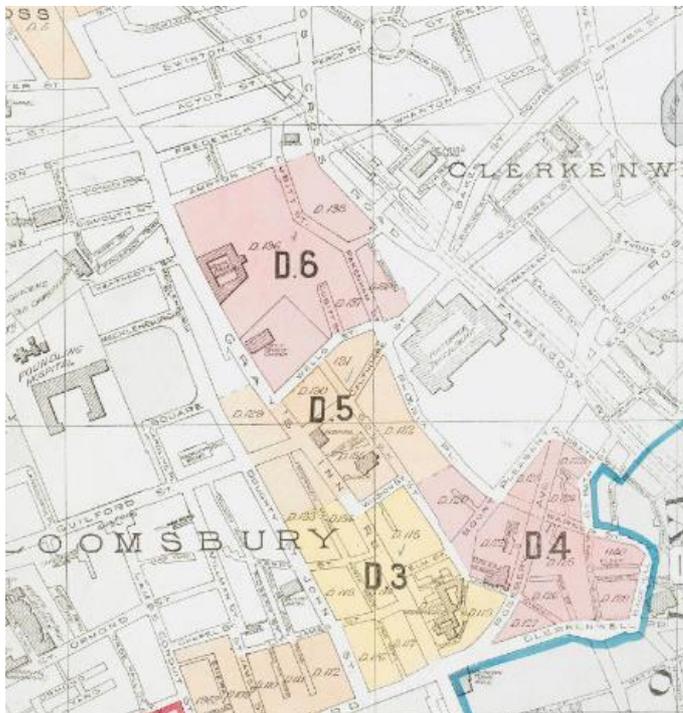


Fig 4 Mount Pleasant in 1901<sup>7</sup>

#### 4. Relevant Planning Policy

- 4.1 Notwithstanding that the proposed development is considered appropriate to this site, the applicant has also given consideration to the relevant planning policies and guidance that are applicable.

<sup>6</sup> [http://www.oldmapsonline.org/en/Islington#bbox=-0.11558584228464497,51.521930604653065,-0.11018992114873072,51.5273265054717&q=&date\\_from=0&date\\_to=9999&scale\\_from=&scale\\_to=](http://www.oldmapsonline.org/en/Islington#bbox=-0.11558584228464497,51.521930604653065,-0.11018992114873072,51.5273265054717&q=&date_from=0&date_to=9999&scale_from=&scale_to=)  
<sup>7</sup> <http://www.bl.uk/onlinegallery/onlineex/firemaps/england/london/dtog/mapsu145ubu23udufs003ru1.html>

- 4.2 The MPA has therefore given careful consideration to the policies contained within the statutory development plan, which in this case comprises the National Planning Policy Framework (NPPF) and National Planning Practice Guidance (NPPG), the London Plan 2015, particularly policies 7.7, 7.8, 7.9, 7.10, 7.11 and 7.12, and the London Borough of Camden Local Development Framework. Particular attention has been given to Core Strategy Policies CS13, (Tackling climate change through promoting higher environmental standards) CS14 (Promoting High Quality Places and Conserving Heritage,) CS15 (Protecting and improving our parks and open spaces and encouraging biodiversity,) CS17 (Making Camden a safer place,) Development Plan Policy DP25 (Conserving Camden’s heritage), the joint Camden & Islington Mount Pleasant Supplementary Planning Document (February 2012) together with the guidance on heritage and Conservation Areas that is contained within Camden Planning Guidance 1 (September 2014), particularly Chapter 3 (Heritage)
- 4.3 It is considered that the proposal complies with these policies and guidance. Having considered the planning history of the site we will set out the evidence for this statement.

## 5. Planning History

- 5.1 **Background to the Royal Mail Group (RMG) Proposals and the MPA:** In 2012, the Royal Mail Group (RMG) publicly announced proposals for the redevelopment of Mount Pleasant. With the site once again facing redevelopment after a century of relative dormancy, the opportunity to resolve ancient problems in this central part of London attracted much attention and excitement among the local community, planners, architects, designers and developers. However, the RMG’s proposals were seen by the local population to fall far short of expectations and to perpetuate Mount Pleasant’s history, generating widespread criticism from the local community and from industry professionals. The application was for the redevelopment of the Calthorpe Street site with six buildings ranging from 3 to 12 storeys for a mix of uses and the Phoenix Place site for four new buildings ranging from 4 to 15 storeys in height.

- 5.2 In February 2012, Camden and Islington released a joint Supplementary Planning Document for Mount Pleasant. This document states:
- 5.3 “The councils expect redevelopment to protect and enhance both Camden’s and Islington’s built and historic environment, including listed buildings, and designated Conservation Areas. Consideration of heritage assets will be considered in detail at planning application stage with reference to adopted planning policies and national, regional and local planning guidance. Any redevelopment of the site will be expected to acknowledge the historical context of this site and use appropriate documents such as Conservation Area Appraisals and Design Guidelines to articulate and define the existing built form and heritage value of the area, in order to provide context for future development of the site” (4.2.16)
- 5.4 It also states: “Addressing such characteristics as the historic character, local heritage and local public space, in particular the four corners of the site, will ensure any proposals relate to the surrounding area and integrate with it in a balanced and coherent way.” (3.3.2)
- 5.5 Amongst the local community there was concern about the consultation process. Whilst there was positive local enthusiasm for development on the site, there was not a sense amongst the community that either the consultation process or the proposals themselves were the optimum solution to the site. As a result of this dissatisfaction, the community began to organise to develop positive alternatives.
- 5.6 The main result of this was the formation of the Mount Pleasant Association (MPA), a group of residents concerned with the future of the area. The Localism Act (2011) paved the way for the community to join a growing force of Third Sector associations across the country claiming the right to be actively involved in the future of their neighbourhoods.
- 5.7 The result, as was widely covered in the local and national media, was a planning application that was ‘called in’ by the London Mayor (January 2014) pending a public hearing later in the year. In the meantime, both Camden and Islington Councils rejected the scheme (February and March 2014 respectively) and the MPA redoubled its efforts to prove an attractive and financially viable alternative was

possible. With the support of the local community and various professionals, including Create Streets, an alternative scheme emerged that quickly attracted the attention of the wider public and funding (£140,000) from the GLA through the Community Right to Build programme. At the public hearing at the GLA (3 October, 2014) former Mayor Johnson approved the RMG's scheme while commending the community's alternative as 'very beautiful' and encouraged the Mount Pleasant Association to work it up.

5.8 **Planning History: Heritage Impact of RMG Proposals:** The impact of the current proposals by RMG are outlined as follows

5.9 The Townscape Assessment states that the Townscape and Visual Impact Assessment (TVIA) was prepared by the Professor Robert Tavernor Consultancy Ltd, with views prepared by Cityscape.

5.10 The Environmental Statement Vol 3 Townscape Assessment states that: *'The Built Heritage Assessment has assessed the likely long-term significant effects of the completed Development Scenarios on those elements of the settings of the identified listed structures that contribute to their significance. The significance of likely effects of Development Scenarios 1 and 3 (the Entire Development and the Phoenix Place Development) on the significance of the Grade II listed Apple Tree Public House and the adjacent Grade II listed terrace, Nos. 47-57 Mount Pleasant, would be substantial, beneficial.'* (7.3)

5.11 The Environmental Statement Vol 3 Townscape Assessment states that: *"Each of the Development Scenarios would enhance and promote sustainable development. Each has been conceived as an integral part of the townscape of the locality. Each would have a distinctive character and sense of place, drawn from analysis of the specific location of the Site. The legibility of each Development Scenario, the high quality of the architectural and urban design and the creation of well defined, active street frontages and high quality new public spaces would significantly enhance the local townscape. The Development Scenarios would not harm strategic or local views or the settings of townscape or heritage assets in the local area."* (7.5)

- 5.12 The Planning and Regeneration Statement states that: *'The TVIA concludes that the Development would enhance and promote sustainable development and has been conceived to be an integral part of the townscape of the locality with a distinctive character and sense of place, drawn from the analysis of the specific location of the Site. In addition, the legibility of the Development, the high quality of the architectural and urban design and the creation of well defined, active street frontages and high quality new public spaces would significantly enhance the local townscape'* (8.14)
- 5.13 The Planning and Regeneration statement states that: *'The Development will not harm the strategic or local views or the settings of townscape or heritage assets in the local area.'* (8.15)
- 5.14 The Planning and Regeneration statement states that: The Development fully accords with the NPPF, London Plan Policies 7.7, 7.8, 7.9, 7.10, 7.11 and 7.12, LBI Core Strategy Policy CS 10, CS15 and CS16 and LBC Core Strategy Policies CS14 and CS15 (8.16)

## 6. Main Planning Considerations

6.1 This Statement is written to support the Mount Pleasant Association's CRTBO and to demonstrate that careful consideration has been given to the design and form of the proposal in the context of its surroundings. Particular attention has been given to the significance of the heritage assets that might be affected by the proposal.

6.2 The main issues are considered below, and they conclude that the proposed development is acceptable and that the CRTBO should be approved.

## 7. The significance of affected heritage assets (including setting)

7.1 The only listed buildings adjacent to the site are the Grade II listed frontages on Mount Pleasant, numbers 47-57 including the attached railings, and the adjacent Grade II listed Apple Tree Public House. The details of the listings are as follows:

- 7.2 **Mount Pleasant numbers 47-57:** "Terrace of 6 houses. c1720, Nos 55 & 57 believed to be rebuilt later C19 in facsimile. No.47: brown brick with stucco 2nd floor band and parapet. Brick cornice below the parapet. Tiled roof with dormer. 3 storeys, attic and cellar. 3 windows. Later C19 shopfront with C20 door and fascia flanked by consoles. Gauged red brick segmental arches and dressings to flush frame sashes with exposed boxing. INTERIOR: not inspected but noted to retain stairs with turned balusters and column newels. No.49: brown brick with brick 2nd floor band and cornice below the parapet. Tiled mansard roof with dormers. 3 storeys, attic and cellar. 3 windows. C20 reproduction wooden shopfront with round-arched lights and panelled stallboard. Later C19 consoles flanking fascia. Gauged red brick segmental arches and dressings to flush frame sashes with exposed boxing having hinged sash supports. INTERIOR: not inspected but noted to be panelled. Nos 51 & 53: stuccoed fronts with rusticated ground floors and quoins. C20 tiled mansard roofs with dormers. 3 storeys, attics and basements. 3 windows each. Ground floors with C20 sashes and panelled doors. Upper floors with segmental-arched, architraved, recessed sashes with exposed boxing; 1st floor of No.51 and 1st & 2nd floors, No.53 with gated sashes. Parapets. INTERIORS: not inspected. Nos 55 & 57: red brick, No.55 painted. Tiled double pitched roofs. Brick cornices below parapets. C20 ground floor terrazzo betting shopfrontage but No.55 retaining wooden doorcase with pilasters and brackets carrying flat hood. Gauged brick segmental arches to recessed sashes with exposed boxing. At 1st floor level, centrally positioned tablet with moulded brick cornice inscribed "Dorrington Street 1720" not in situ. SUBSIDIARY FEATURES: attached cast-iron railings with urn finials to areas of Nos 51 & 53."
- 7.3 The list entry Number is **1113150**, and full details of the listing are available here <https://historicengland.org.uk/listing/the-list/list-entry/1113150>
- 7.4 **Apple Tree Public House:** "Public house. Mid C19, altered C20. Grey stock brick with stucco dressings. 3 windows with 3-window return and 4-window 2 storey extension to Warner Street. 3 storeys and cellars. C20 wooden public house frontage with pilasters supporting a fascia, with original consoles, and windows with small panes. Segmental arched 1st floor 4-pane sashes with moulded hoods and keystones, linked by impost bands. Moulded 2nd floor string. 2nd floor architraved sashes. Cornice topped by a parapet with pierced decoration. Interior: altered."

7.5 The List Entry Number is 1113149 and full details of the listing are available here: <https://historicengland.org.uk/listing/the-list/list-entry/1113149>

7.6 Using the Historic England's guidance, *The Setting of Heritage Assets*,<sup>8</sup> the significance of these listed buildings has been assessed. Their significance derives primarily from their architectural and historical interest. These stem from their setting which reflects the character of the wider townscape in which it is situated. Their settings are of importance mainly for their relationships with one another, forming an unbroken line of historic buildings on the south-eastern side of Mount Pleasant. The MPA scheme re-introduces this strong building line to the area, enhancing and enriching the heritage assets by echoing them with a similarly rich and varied façade.



Fig 5 Proposed façade for North of Mount Pleasant

7.7 This judgement is supported by *Managing Significance in Decision Taking in the Historic Environment* (Historic England, 2015) and *Understanding Place: Conservation Area Designation, Appraisal and Management* (English Heritage, 2008), which demonstrate the protection and enhancement of setting is intimately linked to townscape and urban design considerations, including the degree of conscious design or fortuitous beauty and the consequent visual harmony or congruity of development.

<sup>8</sup> <https://historicengland.org.uk/images-books/publications/gpa3-setting-of-heritage-assets/>

7.8 The NPPF states that the setting of a designated heritage asset can contribute to its significance. (p.56) As outlined elsewhere, the proximity to numerous Conservation Areas is a factor here. The enhancement by the MPA scheme of these, serves also to enhance the listed buildings. The MPA scheme is well within the Zone of Influence, as defined in the Historic England Guidance – and its influence is positive and beneficial.

## 8. The principles of and justification for the proposed works

8.1 The Master Planning principles of the overall proposed works are outlined in the Design Statement. (pp.11-12). The specific principles which are relevant to the Heritage impact of the proposals are as follows:

- 8.1.1 The opening up of the site with both new and improved streets that make better connections between Mount Pleasant and the surrounding neighbourhoods;
- 8.1.2 The creation of new high quality and inclusive public spaces for local people both on the site and its four corners; and
- 8.1.3 The promotion of high quality design for buildings and public spaces which sustain and enhance the historic significance of the site and its surrounding area.

## 9. Listed buildings

9.1 The specific response and justification for the listed elements adjacent to the site are as follows:

- 9.1.1 The listed sites are adjacent to each other and therefore the response of the site is the same for each listed element.
- 9.1.2 The rationale is to respect the original streetscape (in line and character). The MPA architectural response is sensitive to the terrace of which the listed elements form a part.

9.2 Below is a painting of Mount Pleasant showing on the left the terrace of listed buildings facing the MPA site. The MPA site occupies the site on the right of the painting. The MPA's underlying rationale is to respect this original streetscape (in line and character) and the architectural response is sensitive to this terrace.



Fig. 6 Painting of Mount Pleasant. Source: <http://www.british-history.ac.uk/survey-london/vol47/pp22-51> fig. 21

9.3 This sensitivity and continuation of line and character is outlined in the two images below which emphasis the continuity and variety between these two elements:

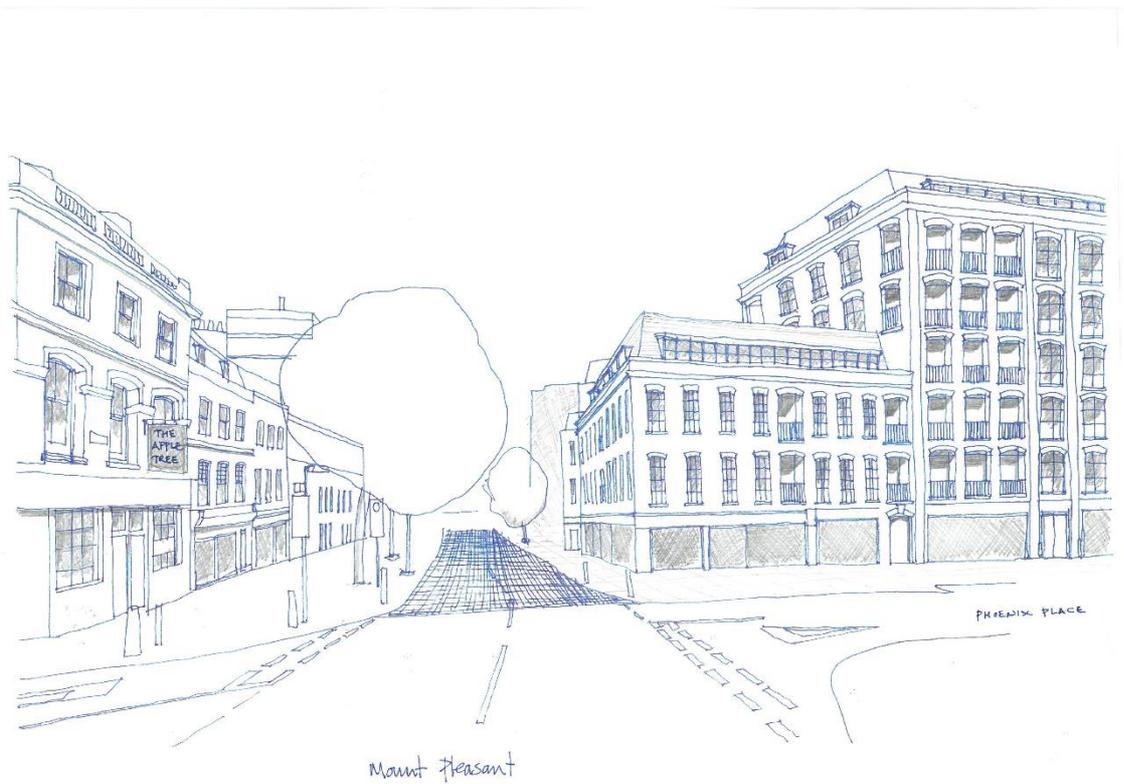


Fig. 7 Image of Mount Pleasant corner with Phoenix Place. Existing listed buildings on the left: Grade II listed Apple Tree Public House in left foreground, with Grade II listed frontages on Mount Pleasant, behind it.



*Fig. 8 Image of Phoenix Place corner with Mount Pleasant looking north. Listed public house (the Apple Tree) is on the left immediately before the junction. Beyond the junction on the left is site of CRTBO proposals.*

9.4 The Pocket Park, Mount Pleasant Gardens, incorporates a line of new apple trees. These resonate with the handsome frontage of the early-Georgian terrace that terminates at The Apple Tree pub, which forms the corner of Mount Pleasant and Warner Street.

9.5 We believe that this demonstrates that the likely effect of the MPA's proposals on the significance of the Grade II listed Apple Tree Public House and the adjacent Grade II listed terrace, Nos. 47-57 Mount Pleasant, would be substantial and beneficial.

## 10. Nearby Heritage Areas

10.1 The other chief Heritage considerations are the Conservation Areas surrounding the CRTBO site.

10.2 The Conservation Areas in the vicinity of the CRTBO site are: [Rosebery Avenue](#), [Bloomsbury](#), [Hatton Gardens](#), [New River](#), and [Clerkenwell Green Conservation Areas](#). Details of these Conservation Areas are outlined below:

10.3 [Rosebery Avenue Conservation Area \(Islington\)](#)

- 10.3.1 *"The conservation area is centred around Rosebery Avenue, which was constructed in 1896 as a new diagonal road artery from Central London, although the conservation area also includes Exmouth Market which is a much older street. From the Warner Street bridge to the New River Head, Rosebery Avenue is lined by many excellent examples of fin-de-siècle and Edwardian architecture, including Finsbury Town Hall (1896), the original fire station (1897) and its superb LCC replacement (1911). Several residential blocks have impressive gables and pinnacles and a fine metropolitan scale."*
- 10.3.2 *"There is a wide variety of land use in the area, with shops, offices, workshops, public buildings and residential. This variety is vital to the character of the area."*
- 10.3.3 *"The prevailing material in the area is brick, with stone or terracotta dressings and decorations to many of the buildings in Rosebery Avenue. Many properties in the area still have original external and internal architectural features, such as terracotta ornament, timber sash windows, panelled front doors, decorative terracotta or stucco moulded window surrounds and door cases, marble fireplaces, window shutters and ceiling cornices. These features contribute to the character of the area as a whole, and should be maintained and where necessary repaired."*
- 10.3.4 *"There is a variety of existing roof forms in the area, with parapets and hidden valley roofs, mansards and dormers, gables and turrets, particularly on Rosebery Avenue. Different streets have markedly different roof characters. As these roof details form an important part of the visual and architectural character and appearance of both the buildings and the conservation area, alterations which are not in keeping with the existing buildings can be very damaging; in particular traditional slate roofs should be retained. It is also important that existing original detailing including chimney pots and stacks, should be retained wherever possible or reinstated where missing."*
- 10.4 [Bloomsbury Conservation Area \(Camden\)](#)
- 10.4.1 Sub-areas 10 and 14 are the sub areas in closest proximity to the CRTBO site
- 10.4.2 Sub Area 10 has "a clear street hierarchy structured on a grid layout. Bedford Row, Doughty Street and John Street are wide thoroughfares characterised by larger properties."

- 10.4.3 *"The historic built form comprises townhouses built in long terraces with rear mews. This fine grain remains an important characteristic and the continuous building frontage created by the terraces creates a strong sense of enclosure."*
- 10.4.4 *On some buildings "Their vertically proportioned frontages adhere to classical architectural principles;"*
- 10.4.5 *"Although the overall perception is one of homogeneity; there is subtle variation in the detailing of the terraces, often derived from the piecemeal nature of the building process."*
- 10.4.6 *In Sub Area 14 There is interest in the retained terraced forms, the 19th century decoration applied to the frontages and in particular the elevations of the public houses.*
- 10.4.7 *"Stucco buildings," a "low-key neo-vernacular," and differing "forms of classicism (and neo-classicism)" are key elements of the Conservation Area.*
- 10.4.8 *"Bloomsbury is widely considered to be an internationally significant example of town planning. The original street layouts, which employed the concept of formal landscaped squares and an interrelated grid of streets to create an attractive residential environment, remain a dominant characteristic of the area".*
- 10.5 [Hatton Gardens Conservation Area \(Camden\)](#)
- 10.5.1 *"The Area has been considered to be of "metropolitan importance" because of its architectural and historic interest. The character of spaces within Hatton Garden varies considerably. The area contains few open spaces, therefore the emphasis is upon the streetscape."*
- 10.5.2 *"There is a degree of enclosure in most streets and the appearance of high urban density. This is particularly the case in the narrower streets where tall buildings dominate. This sense of enclosure is increased as the roads descend towards the river Fleet and the buildings reach up to 8 storeys high."*
- 10.5.3 *"The area contains a complex network of streets which vary in character and appearance and are of differing scale, width and function."*
- 10.5.4 *On some of the roads, "views along these roads are limited due to narrow widths and frequent curves."*
- 10.5.5 *Many of the roads "tend to be narrow and winding"*
- 10.5.6 *New roads in the 19th century were "designed to carry large volumes of traffic through the area, rather than serving local functions" – as Camden has many*

policies to reduce car-dependency this can be seen as a chance to right some wrongs in Mount Pleasant

10.5.7 There are *"clear block boundaries with tall buildings", and a "quality and variety of buildings and uses, as well as the unique pattern of streets"*

10.5.8 *"Building types which make a particular contribution to the CA include Georgian Terraced Buildings, late 19th century and early 20th century residential blocks, warehouse and workshop buildings and neo-classical buildings."*

#### 10.6 [New River Conservation Area \(Islington\)](#)

10.6.1 *"The New River Conservation Area is one of the largest in Islington, and is of outstanding importance. The area includes the site of the New River Head, with its historic industrial and water buildings and Sadler's Wells Theatre, while the rest of the area mainly comprises late 18th and early 19th century residential estates built by the New River Company, the Brewer's Company and the Lloyd Baker Estate. These include some of the finest terraces and squares in the Borough. The area has a rare quality and consistency of scale, materials, design and detailing which require careful and sensitive policies for its protection and enhancement."*

10.6.2 *"The predominant character of the New River Conservation Area is residential, vernacular materials, such as brick, stone, render and slate roofs."*

10.6.3 *"The predominant roof form in the area, which contributes to the consistent appearance of the area, is a front parapet with a hidden valley roof behind. Some terraces had mansard roofs with dormers added, often in the 19th century. There is a Victorian and Georgian character."*

#### 10.7 [Clerkenwell Green Conservation Area \(Islington\)](#)

10.7.1 *"Existing York stone paving, cobblestones, granite setts and kerbs, cast iron coal hole covers and bollards are important features."*

10.7.2 *"Clerkenwell has the longest history of any part of the borough, and buildings and street plan remain from medieval times to the present day, with surviving examples of buildings from nine different centuries. These include the Priory and Order of St. John and the Clerks' Well"*

10.7.3 *"The character of Clerkenwell also depends on its great variety of uses, and the juxtaposition of different activities, check-by-jowl, sets Clerkenwell apart from more homogeneous business or residential areas. Together with the adjoining*

*Charterhouse Square (No.9) and Hat and Feathers (No.26) Conservation Areas, the area has a special character and appearance.”*

10.7.4 *“Roof extensions and dormers, chimney stacks and pots Strong parapet lines and hidden roofs are characteristic of the area, not only with the Georgian terraces, but also 19th and 20th Century commercial buildings and tenements.”*

10.8 As outlined within this document and the Design Statement, multiple elements of the local conservation areas outlined above are reflected or also used in the MPA scheme. Where the MPA scheme does not use such elements its design serves to enhance or does not detract from these elements.

10.9 As outlined below, the MPA scheme respects the only heritage frontage facing the site and enhancing the conditions around the site through a more sensitive scale and massing of building in keeping with the characteristics of the local conservation areas.

10.10 Due to their sympathetic and appropriate designs, consideration of local architectural heritage, and traditional design approach, the MPA’s proposals serve to compliment and substantially benefit local nearby and neighbouring Conservation Areas. The below points, as outlined in the Design Statement, serve to evidence this

10.11 The design of the buildings is targeted at providing a solution which is far more sympathetic in style than the approved (RMG) scheme. It is a response which ‘repairs’ the street scene and urban context and as such should reinstate the original building line rather than introduce a setback from it. The MPA’s proposals echo but do not mirror the surrounding character areas, particularly the streets and squares of Bloomsbury and Islington and the commercial and former industrial buildings of Clerkenwell: they will be of a more appropriate scale and mass than the existing RMG proposals.

10.12 The MPA proposals advocate strong corners that link to the surrounding neighbourhoods, including the Conservation Areas, and invite entry into Mount Pleasant. These include the corners of

10.12.1 Phoenix Place / Mount Pleasant / Warner Street; and

10.12.2 Mount Pleasant / Gough Street / Elm Street;

10.13 The outcomes of a public meeting on 7 May 2014 revealed six key reasons for the support of the MPA proposals, which included the following four which are specifically relevant to the heritage impact, particularly with regards to how the MPA proposals respond appropriately to the local Conservation Areas:

10.13.1 A stronger sense of place;

10.13.2 A liking for the less 'fortress-like' nature of the scheme, especially at the corners;

10.13.3 A preference for the more traditional design approach

10.13.4 On Gough Street the proposals fit in with the local London character, including those of the Conservation Areas: New buildings on the east, though high in the middle of the street, will feel narrower and more eccentric and typically London than the massive blocks on the west.

10.13.5 The inclusion of Mews reflects London's architectural heritage: The off-road pedestrian route that runs through the centre of the block, parallel to Phoenix Place and Gough Street, is imagined as having the finer grain of a London mews, rather than a civic axis. Defined as narrow passages or back streets originally built behind houses dating from the seventeenth century to provide access for stables or coach house accommodation, London's estimated 586 mews are a typology of secretive and distinctive spaces to inhabit and pass through. It is proposed that the landscape treatment of this passage-way echo that of the traditional cobbled mews.

10.14 The above demonstrates that the proposals would enhance and promote sustainable development and has been conceived to be an integral part of the townscape of the locality with a distinctive character and sense of place. It demonstrates too that the legibility of the proposals, the high quality of the architectural and urban design and the creation of well defined, active street frontages and high quality new public spaces would significantly enhance the local townscape. It demonstrates that the proposals will not harm the strategic or local views or the settings of townscape or heritage assets in the local area.

## 11. Heritage Impact Assessment

- 11.1 **Height & Massing Impact:** The NPPF states *"In determining planning applications, local planning authorities should expect new development to: take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption."* (96)
- 11.2 The Mount Pleasant SPD states *"The councils will seek to ensure that all new development will make a positive contribution to the public realm. Heights of buildings should be appropriate to the local context."* (4.2.10)
- 11.3 The Tall building assessment prepared by DP9 Planning Consultants on behalf of Royal Mail Group Ltd<sup>9</sup> states: *"The massing, height and scale of the proposed buildings throughout the Site have been developed as a result of extensive pre-application discussions with LBI, LBC, the GLA and the public. The proposals are underpinned by a number of masterplanning principles to ensure a successful place that respects the local and wider context."* (3.1)
- 11.4 *"The TVIA acknowledges that the Development has been through a process of pre-application consultation to respond positively in scale and mass to the existing townscape, including local conservation areas, registered landscapes, listed buildings and undesignated heritage assets close to the Site and that likely adverse effects have been considered throughout the design process, such that all have been mitigated by design through and iterative design evolution process."* (3.31)
- 11.5 *"The TVIA concludes that the Development would enhance and promote sustainable development and has been conceived to be an integral part of the townscape of the locality with a distinctive character and sense of place, drawn from the analysis of the specific location of the Site. In addition, the legibility of the Development, the high quality of the architectural and urban design and the creation of well defined, active street frontages and high quality new public spaces would significantly enhance the local townscape."* (3.32)

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<sup>9</sup> <http://planningonline.camden.gov.uk/MULTIWAM/doc/Supporting%20Documents-3200768.pdf?extension=.pdf&id=3200768&location=VOLUME3&contentType=application/pdf&pageCount=1>

- 11.6 *"The TVIA concludes that the Development will not harm the strategic or local views or the settings of townscape or heritage assets in the local area."* (3.33)
- 11.7 *"By virtue of their siting and layout, the proposed massing is considered entirely appropriate for the local and wider setting. The buildings make a positive contribution in terms of scale and mass to the existing townscape, including local conservation areas, registered landscapes, listed buildings and undesignated heritage assets close to the Site."* (4.3)
- 11.8 *"The taller buildings proposed for the Phoenix Place Site accord with London Plan Policies 7.6 and 7.7 and Camden Core Strategy Policies CS14 and Development Management Policies DP24 and DP25 and accord with the building heights and massing principles set out the in the MP SPD."* (4.7)
- 11.9 The [GLA Hearing Report](#) States<sup>10</sup>: *"In accordance with London Plan tall buildings policies, it was observed that a significant amount of detail has been provided regarding the appearance of the taller elements of the scheme in order to demonstrate that the development will be of an outstanding architectural quality. Local and strategic views have also been provided, with accurate visualisations to demonstrate how the scheme fills the gap created by the existing condition"* (299)
- 11.10 We consider on the evidence that the impact of the height and massing, for the MPA's proposals, as detailed in this Heritage Statement, is very palpably and clearly more beneficial than the impact of the RMG's proposals. The highest building in the RMG proposals is 15 storeys compared with 12 storeys in the MPA proposals. As the RMG proposals included an assessment of the impact which was assessed to be acceptable, and the impact of the MPA proposals is more beneficial than those of the RMG proposals, we are able to assert with confidence that the MPA's proposals are compliant with all relevant policy.
- 11.11 **Impact on listed buildings:** The NPPF states: *"When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or*

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<sup>10</sup> <https://www.london.gov.uk/file/19880/download?token=u8dmtKRa>

*destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.” (132)*

11.12 The Mount Pleasant SPD states *“The councils expect redevelopment to protect and enhance both Camden’s and Islington’s built and historic environment, including listed buildings, and designated Conservation Areas” (4.2.16)*

11.13 The RMG proposals submitted an Environmental Statement Vol 3- Townscape Assessment. It specifically refers to sections which either deal with the impact on listed buildings of the overall site (Referred to Development Scenario 1) or specifically the Phoenix Place site (referred to as the Phoenix Place Development). It states the following:

11.14 *“The Built Heritage Assessment has assessed the likely long-term significant effects of the completed Development Scenarios on those elements of the settings of the identified listed structures that contribute to their significance. The significance of likely effects of Development Scenarios 1 and 3 (the Entire Development and the Phoenix Place Development) on the significance of the Grade II listed Apple Tree Public House and the adjacent Grade II listed terrace, Nos. 47-57 Mount Pleasant, would be substantial, beneficial.” (7.3)*

11.15 *“Each of the Development Scenarios has been designed through a process of pre-application consultation with stakeholders to respond positively, in scale and mass, to the existing townscape, including local conservation areas, registered landscapes, listed buildings and undesignated heritage assets close to the Site. Likely adverse effects have been considered throughout the design process, such that all have been mitigated by design through an iterative design evolution process.” (7.1)*

11.16 The [GLA Hearing Report](#) stated: *“Overall the masterplanning principles are well-considered, the design and appearance is of a high quality, with strategic views and*

*the designated and non-designated heritage assets, and their significance remaining unharmed.” (Officer Recommendations - III)*

11.17 Within the [GLA Hearing Report](#), English Heritage commented: *“In principle, English Heritage welcomes the redevelopment of this site. The basin has historically formed a large visual and physical barrier between the surrounding urban areas, many of which are historic in nature and are designated as conservation areas and contain numerous listed buildings. The proposed urban design layout and new linkages between the surrounding streets are welcomed and considered appropriate”.* (208)

11.18 We consider that, as detailed in this Heritage Statement, the impact on local listed buildings of the MPA’s proposals is very palpably and clearly more beneficial than the impact of the RMG’s proposals. As the RMG proposals included an assessment of the impact which was assessed to be acceptable, and the impact of the MPA proposals is more beneficial than those of the RMG proposals, we are able to assert with confidence that the MPA’s proposals are compliant with all relevant policy.

11.19 **Impact on Conservation Areas:** The NPPF states *“Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.”* (137)

11.20 The Mount Pleasant SPD states: *“Any proposals for future development must consider the historic character of the buildings and spaces around the site, as well as any potential impacts on the Rosebery Conservation Area. Integration will also be achieved through providing land uses which are compatible with existing land uses.”* (3.4.3.2)

11.21 The Mount Pleasant SPD also states: *The councils expect redevelopment to protect and enhance both Camden’s and Islington’s built and historic environment, including listed buildings, and designated Conservation Areas”* (4.2.16)

- 11.22 The RMG proposals submitted an Environmental Statement Vol 3- Townscape Assessment. It specifically refers to sections which either deal with the impact on Conservation Areas of the overall site (Referred to Development Scenario 1) or specifically the Phoenix Place site (referred to as the Phoenix Place Development). It states the following:
- 11.23 *"The effects of Development Scenarios 1 and 3 (the Entire Development and the Phoenix Place Development) on the setting and significance of the Rosebery Avenue and Hatton Garden Conservation Areas would be negligible to substantial, beneficial and on the Bloomsbury Conservation area would be negligible to moderate, beneficial. The likely effects of the Development Scenarios on the setting and significance of all other conservation areas would be negligible to minor, beneficial."* (Section 5)
- 11.24 In the [Hearing Report](#) for the RMG proposals, the GLA stated the following: "Overall the masterplanning principles are well-considered, the design and appearance is of a high quality, with strategic views and the designated and non-designated heritage assets, and their significance remaining unharmed." (Officer Recommendations, III)
- 11.25 *"Local views have been thoroughly assessed by the applicant's townscape consultant, and both Councils have carried out detailed analysis in their committee reporting and are of the view that the general height mass and bulk of the scheme is acceptable, and fits within the local context, a view shared by GLA officers. This is with the exception of the impact of blocks F and G on the listed Terrace at Calthorpe Street and on the Bloomsbury Conservation Area and the impacts of the scheme in views from St Andrews Gardens. This is considered in more details in the Heritage section below."* (318)
- 11.26 *"The site is located within a Conservation Area, and there are several in the surrounding area, some of which include Listed Buildings. The plan in Fig 2 above from the applicant's Design and Access Statement illustrates the conservation areas in the context of the site, and it is conclude(d) that none of these would be harmed by the proposed development, and indeed the scheme improves the setting noting the existing operations that are currently in-situ."* (324)

- 11.27 *"Given that very mixed townscape setting and the high quality of design of block A it is not considered to harm the setting of those listed buildings or the setting of the Hatton Garden Conservation Area."* (328)
- 11.28 Within the [GLA Hearing Report](#), English Heritage commented: *"In principle, English Heritage welcomes the redevelopment of this site. The basin has historically formed a large visual and physical barrier between the surrounding urban areas, many of which are historic in nature and are designated as conservation areas and contain numerous listed buildings. The proposed urban design layout and new linkages between the surrounding streets are welcomed and considered appropriate"*. (208)
- 11.29 We consider, as detailed in this Heritage Statement, that the impact on local Conservation Areas of the MPA's proposals is very palpably and clearly more beneficial than the impact of the RMG's proposals. As the RMG proposals included an assessment of the impact which was assessed to be acceptable, and the impact of the MPA proposals is more beneficial than those of the RMG proposals, we are able to assert with confidence that the MPA's proposals are compliant with all relevant policy.
- 11.30 **Impact of Materials:** The NPPF states *"Planning policies and decisions should aim to ensure that developments: respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;"* (58)
- 11.31 The Townscape and Visual Impact Assessment states: *"The use of brick would create a familial quality to the buildings that would relate well to the common use of brick in both conservation areas."* (5.339)
- 11.32 The [GLA Hearing Report](#) states: *"The predominant material finish is brick reflecting the extant Georgian and Victorian vernacular in the area."* (299)
- 11.33 We consider, as detailed in this Heritage Statement, that the impact of the choice of materials of the MPA's proposals is very palpably and clearly more beneficial than the impact of the RMG's proposals. As the RMG proposals included an assessment

of the impact which was assessed to be acceptable, and the impact of the MPA proposals is more beneficial than those of the RMG proposals, we are able to assert with confidence that the MPA's proposals are compliant with all relevant policy.

## 12. Conclusion

- 12.1 To conclude, the key benefits of the proposals can be summarised as follows:
- 12.1.1 A design that complements, and is sensitive to the existing listed buildings and whose effect on the significance of the listed buildings would be substantial and beneficial.
  - 12.1.2 A design that connects with and complements the local Conservation Areas and which would significantly enhance the local townscape,
  - 12.1.3 A design which would not harm strategic or local views or the settings of townscape or heritage assets in the local area.
  - 12.1.4 A design which has a more substantial and beneficial effect on the listed buildings and local Conservation Areas than the RMG proposals.
- 12.2 The Conclusion of the RMG proposals states:
- 12.3 *Each of the Development Scenarios has been designed through a process of pre-application consultation with stakeholders to respond positively, in scale and mass, to the existing townscape, including local conservation areas, registered landscapes, listed buildings and undesignated heritage assets close to the Site. Likely adverse effects have been considered throughout the design process, such that all have been mitigated by design through an iterative design evolution process. (7.1)*
- 12.4 *"The likely long-term significant effects of the completed Development Scenarios, assessed in isolation, on the local conservation areas have been assessed in the Townscape Assessment. Likely local townscape effects for all three Development Scenarios would range from negligible to substantial, beneficial significance. The effects of Development Scenarios 1 and 2 (the Entire Development and the Calthorpe Street Development) on the character, setting and significance of the Rosebery Avenue Conservation Area would be substantial, beneficial. The effects of Development Scenarios 1 and 2 (the Entire Development and the Calthorpe Street Development) on the setting and significance of the Bloomsbury Conservation Area would be negligible to substantial, beneficial. The effects of Development Scenarios 1 and 3 (the Entire Development and the Phoenix Place Development) on the setting*

*and significance of the Rosebery Avenue and Hatton Garden Conservation Areas would be negligible to substantial, beneficial and on the Bloomsbury Conservation area would be negligible to moderate, beneficial. The likely effects of the Development Scenarios on the setting and significance of all other conservation areas would be negligible to minor, beneficial. The Development Scenarios would address the architectural and townscape requirements of planning policy and guidance including those set out in the Joint Mount Pleasant SPD (Ref 1.13). Taking into account the urban design quality assessed against the criteria of By Design (Ref 1.2), the high design quality of the proposed buildings and the sensitivity to change of the townscape, none of the likely effects of the Development Scenarios are judged to be adverse. Each of the Development Scenarios would be of the highest architectural and urban design quality, would integrate successfully with the existing buildings and spaces in the surrounding area and have a beneficial likely effect on their townscape setting.” (7.2)*

- 12.5 *The Built Heritage Assessment has assessed the likely long-term significant effects of the completed Development Scenarios on those elements of the settings of the identified listed structures that contribute to their significance. The significance of likely effects of Development Scenarios 1 and 3 (the Entire Development and the Phoenix Place Development) on the significance of the Grade II listed Apple Tree Public House and the adjacent Grade II listed terrace, Nos. 47-57 Mount Pleasant, would be substantial, beneficial. The significance of likely effects of Development Scenarios 1 and 2 (the Entire Development and the Calthorpe Street Development) on the significance of Nos. 45, 47 and 49 Calthorpe Street and Nos. 1, 2 and 3 Pakenham Street would be substantial, beneficial and on Nos. 23-43 and Nos. 26-50 Calthorpe Street would be moderate, beneficial. The likely effects on the significance of other identified heritage assets would be negligible to minor, beneficial. Taking into account the sensitivity to change of the heritage assets and the high design quality of the Development Scenarios sought for approval none of the likely significant effects are judged to be adverse. The removal of the boundary piers, railings and walls to the Calthorpe Street site as part of the Calthorpe Street Development would have a temporary minor, adverse effect which would be balanced by the long term, substantial, beneficial effects of the completed Calthorpe Street Development. (7.3)*

12.6 *In the Visual Assessment, the suitability of the design of each of the Development Scenarios in its spatial location has been assessed using 33 different viewing positions, which were selected in consultation with the LBI and LBC. These views permit each of the Development Scenarios to be assessed in the round and their effect on the local townscape to be tested allowing the likely effects of each of the Development Scenarios sought for approval to be understood. As the Visual Assessment demonstrates, all Development Scenarios, where visible, would have a negligible likely effect on regional LVMF views. The likely effect on district views for Development Scenarios 1 and 2 (the Entire Development and the Calthorpe Street Development) would be negligible to minor, beneficial and for Development Scenario 3 (the Phoenix Place Development) would be negligible. The likely effect of all three Development Scenarios on local views would be negligible to substantial, beneficial. Taking into account the sensitivity to change of each view and the high design quality of each of the Development Scenarios sought for approval none of the likely significant effects are judged to be adverse (7.4)*

12.7 *Each of the Development Scenarios would enhance and promote sustainable development. Each has been conceived as an integral part of the townscape of the locality. Each would have a distinctive character and sense of place, drawn from analysis of the specific location of the Site. The legibility of each Development Scenario, the high quality of the architectural and urban design and the creation of well defined, active street frontages and high quality new public spaces would significantly enhance the local townscape. The Development Scenarios would not harm strategic or local views or the settings of townscape or heritage assets in the local area.(7.5)*

12.8 As this statement has demonstrated, this CRTBO has a more positive impact on the Heritage of the area than the RMG proposals. As the RMG proposals were compliant, the MPA proposals are therefore compliant.

12.9 In terms of the impact on existing heritage assets, this Community Right to Build Order will have a positive effect on the area and will do much to remedy the problems that have accumulated on and around this site over centuries.

12.10 It is therefore requested that the Council support the Community Right to Build Order.

12.11 However, should there be any concerns regarding any aspect of the CRTBO the applicant would be willing to address them prior to a decision being made, and would accept necessary and reasonable conditions if appropriate.